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ABSTRACT

Information on the Florida state-supported higher education system is presented to enhance the black citizen's capability to discuss and influence the future design and operation of public higher education. Attention is directed to: the structure of higher education; developments in the community colleges, state universities, and land grant colleges; and Florida's desegregation plan for higher education and relevant court cases. Additionally, black presence in public higher education is considered in areas such as top-level decisionmaking bodies, employment opportunities within higher education; and educational opportunities. Based on the 1970 census, black citizens represented 15.5 percent of Florida's population. Blacks comprised roughly 9.3 percent of the community college enrollees in the fall of 1973 (more than half of these students were enrolled in nondegree programs), and 8.5 percent of public university students. As of January 1974, black citizens held only 21 of 211 positions on the principal policy and decisionmaking higher education boards. Of these 21, 20 were on community college boards. In addition, only 6.1 percent of the full-time faculty at state-controlled senior colleges and universities were black, and the number and percentage were smaller for the community colleges. The data indicate that black enrollment and employment within higher education are limited. Appended materials include: lists of members of the board of regents of the state university system and of community college districts by county, and information on the independent status versus annexation of public black colleges in the United States. (SW)

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Black Perspectives On State-Controlled Higher Education: The Florida Report

by Reginald Stuart

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INSTITUTE ON DESEGREGATION

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COOPERATIVE PROJECT

This paper has been identified by a joint project of The Institute on Desegregation at North Carolina Central University and ERIC Clearinghouse on Higher Education at George Washington University. The purposes of this project are to identify, collect, and make available literature concerned with

- (1) the problems of minority students in higher education in general and
- (2) the problems of desegregation in historically black colleges and universities in particular.

New published and unpublished materials are reviewed and recommended by participants of the Institute on Desegregation's Interinstitutional Research Group (ID/IRG) for acquisition by ERIC Clearinghouse on Higher Education. An annual bibliography of this material will be published under the names of ERIC and the Institute.

Various types of materials are being solicited, especially unpublished and unindexed materials, as well as publications, produced by faculty and staff members. Included in these may be unpublished faculty studies, institutional research studies, master's theses, monographs, papers presented at professional meetings, articles from general and scholarly periodicals, and conference and workshop proceedings not covered by ERIC Clearinghouse on Higher Education.

To be acceptable for inclusion in the ERIC system, the materials submitted for evaluation must be (1) reproducible, (2) of sufficient substance to be of value to practitioners, researchers, scholars, and others, and (3) not repetitive of materials that are already currently available.

If additional information is needed about this cooperative project or the criteria for selection of materials, please write or call the Director of the Institute on Desegregation at 919/683-6433, North Carolina Central University, Durham, North Carolina 27707.

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Contents

Foreword	
Hugh C. Burroughs	5
Introduction	7
Structure of Higher Education	9
State Board of Education	10
Commissioner of Education	10
District Boards of Trustees	10
State Board of Regents	11
Higher Education Past and Present	12
The Community Colleges	13
The Universities	13
The Land Grant Colleges	15
Higher Education In The Courts	17
Adams vs. Richardson	17
The November Notice	19
Florida's New Plan	21
Some Facts About State Controlled Higher Education	23
Black Decision Making Opportunities are Limited	23
Black Employment Opportunities are Limited	24
Black Educational Opportunities are Limited	24
Members of The Board of Regents of the State	
University System	26
Community College Districts by County Groupings	27
Public Black Colleges In Perspective	30

Foreword

The Florida Report is the fourth in a series of publications prepared by the John Hay Whitney Foundation as part of its program to enhance the capability of Black Citizens to be effective participants in discussions about the future design and operation of the public higher education system in their states. The published Report, a condensed version of a much larger document, is deliberately brief and is prepared in such a manner that citizens, who are not normally involved in higher education, can readily grasp the outline of the structure and workings of public higher education.

The Report reveals several points which should be of major concern to Black Citizens of Florida and the governing bodies of public higher education. First, that Blacks are grossly under-represented in the public higher education system. In fashioning an acceptable remedy for this situation, Black Floridians should be equal participants in the discussions, and Black students, faculty, or institutions should not be asked to bear a disproportionate burden relative to their white counterparts.

Second, that this period is perhaps the most opportune for all citizens to work together to develop a unitary system in Florida which responds justly to the higher education needs of all citizens. It is the period when the governing bodies in higher education are preparing and submitting desegregation plans to the U.S. Department of Health, Education and Welfare (HEW).

The Report was prepared largely in response to the expressed need of Floridians who wish to learn more about their state-supported higher education system. Many of them gave us the benefit of their advice and comments; several were generous with their time when Reginald Stuart conducted interviews throughout the state. We extend our thanks to all of them.

In the final analysis the worth of this Report will be measured by the extent to which Floridians find it a useful reference as they work toward a public higher education system of which they can all be proud. We hope this Report proves useful and welcome comments and questions from our readers.

HUGH C. BURROUGHS

Director of Programs

John Hay Whitney Foundation

Introduction

For the academic year 1973-74 Florida's taxpayers invested \$347,372,852 in state revenue in the state's public colleges and universities.

According to the 1970 U.S. Census Report, Florida's population was 6,789,443, of which 15.5 per cent, 1,041,651, were Blacks. The public institutions of higher learning—nine universities and 28 community colleges—enrolled more than 293,000 students in the fall of 1973. Most were Floridians. For students who "qualify" the educational opportunities in Florida are almost limitless.

Florida's state-controlled higher education system is comprised of three types of institutions, several of which have been assigned special missions by the state within the total system.

First are the five four-year universities, all of which have special roles in the higher education system in addition to their four year undergraduate programs. The University of Florida at Gainesville and Florida State University at Tallahassee are recognized as the state's senior research and graduate institutions. The University of South Florida at Tampa is recognized as the most highly developed urban institution with seven graduate level areas of study. Florida A. & M. University at Tallahassee, in addition to conducting its regular college functions, has been recognized as the State's compensatory education center.

Second are the four two-year universities which offer only junior and senior year programs plus graduate level programs. They are Florida Atlantic University at Boca Raton, the University of West Florida at Pensacola, Florida International University at Miami and the University of North Florida at Jacksonville. These institutions are also under the control of the Board of Regents.

The third type of institutions are the 28 community colleges, many of which have multi-campus operating under their jurisdiction. These institutions offer two-year occupational training for individuals who are not college bound, as well as college parallel programs which provide for smooth transition to

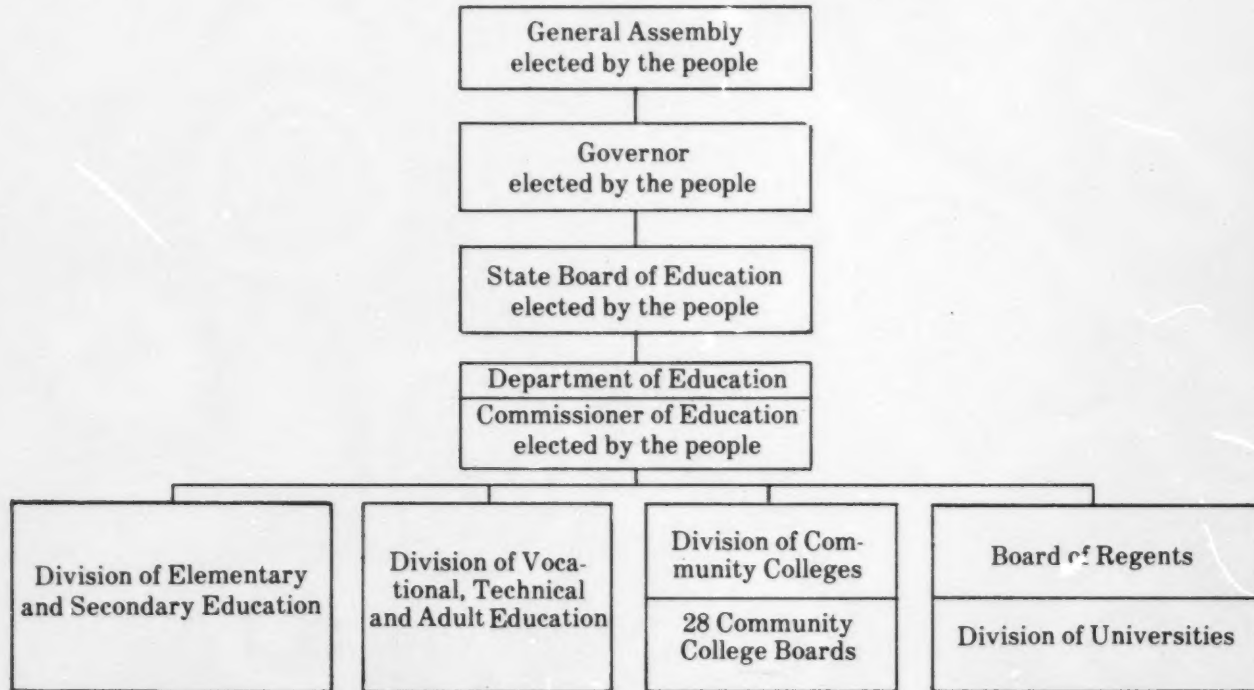
a university level institution. Each community college is governed by its own board of trustees.

Florida's higher education system did not begin to blossom until the mid-1950's. Prior to that the state operated three segregated universities and five segregated community colleges. During the 20 year period from 1954-1974 the entire system was overhauled in response to demands for more higher education opportunities by the state's booming influx of citizens, the need to prepare for the industrial development of the state and in recognition of the fact that the state was not placing sufficient emphasis on post-secondary education.

This significant period of development brought forth an entirely new governance system for higher education, new institutions and education standards. Such changes also stimulated the spending of millions of tax dollars for activities ranging from the landscaping of land parcels for construction of new facilities, to employing faculty and other personnel to operate new and expanding institutions to graduating thousands of students.

A review of the state's post-secondary education activities during this period of dramatic change and growth — 1954-1974 — strongly suggests that policies and agendas were adopted which were adverse to positive change for Black students and workers. Today Black Floridians find themselves in a game of catch-up in efforts to recover from the loss of jobs and educational opportunities which may be traced to the reorganization period of the state system. Indications of Black progress are evident in some sectors of higher education in Florida, such as the appointment of Blacks to institutional governing boards by Governor Askew. But overall, Blacks appear to be condemned to a role of token presence in the state higher education system.

Structure of Higher Education



Florida's state-controlled system of higher education is structurally headed by the State Board of Education, presided over by the Governor of Florida. The Board has jurisdiction over elementary, secondary and higher education.

Higher education is divided into two divisions: 1) The division of junior colleges headed by a Director and 2) the division of universities headed by a Chancellor. Each of the 28 community colleges is governed by an individual board of trustees. The nine universities are governed by a Board of Regents.

The division of vocational, technical and adult education is headed by a director. The division's programs operate through the institutions in the other three divisions.

State Board of Education 7 Members: 7 Whites 0 Blacks

Education policy in Florida is determined by the State Board of Education, a constitutionally created body. The Governor serves as chairman of the Board and the Commissioner of Education serves as secretary. Five (5) other cabinet members—all elected in statewide elections—make up the remaining members of the Board of Education. They are the Secretary of State, Attorney General, Comptroller, State Treasurer and Commissioner of Agriculture.

The State Board of Education is primarily responsible for setting basic policy for the division of the Department of Education. This includes approval of budgets before submission to the legislature via the Governor, adoption of minimum standards for education and approval of planning and construction proposals.

Commissioner of Education 1 White

As far as higher education is concerned, most other policy making and control over higher education is vested in the Commissioner of Education, the Board of Regents, and the local boards of trustees for junior colleges. By law, the Department of Education, under the direction of the State Board of Education, is designated the supervisory and administrative agency. The State Commissioner of Education administers the policies of the Board of Education and Department of Education

28 District Boards of Trustees

194 Members: 174 Whites 20 Blacks

These corporate bodies were created under state statute in 1968, for the purpose of governing and operating community

colleges apart from local elementary and secondary schools. Members are appointed by the Governor for five (5) year terms. Duties and powers of these Boards range from the authority to hire and fire personnel to the authority to propose budgets and building programs. In the early years of development, community colleges were primarily supported by their local constituents; however, funding is now virtually 100 per cent from the state, except for self-generated revenues. Despite the funding pattern, the state remains officially committed to and supportive of local control of community colleges.

State Board of Regents

9 Members: 8 Whites 1 Black

In 1968 the Florida legislature repealed Chapter 240 of its statutes concerning governance of the universities under a Board of Trustees. The new law, Chapter 63-204, granted the new nine member appointive body broader powers leaning toward greater autonomy from the rest of the public education system. Members on the Board are appointed by the Governor and serve a term of nine (9) years.

The Board of Regents has jurisdiction and nearly complete control over all nine public universities and their special divisions and branches. This includes the power to make rules and regulations affecting governance, personnel, ownership of land and facilities, and budgets. There are numerous other specific powers spelled out in the law.

Chapter 69-106 of the Florida statutes transferred the Board of Regents intact to the Department of Education, assigned it to the division of universities and designated the Board the responsibilities of directing the division.

The powers of the Board of Regents and the legislative intent were reasserted in Chapter 240 of the 1970 statutes.

Higher Education: Past and Present

Prior to 1954 Florida's higher education system was small, segregated and accessible to only a small percentage of its college-bound citizens. But the growth of the university and community college divisions in the past 20 years has been phenomenal. For the purposes of this discussion the two divisions are being reviewed individually.

The Community Colleges

Florida statutes define community colleges as "educational institutions operated by local community college district boards of trustees under specific authority and regulations of the State Board of Education and offering courses and programs of general and academic education parallel to that of the first and second years of work in institutions in the state university system, of occupational education, and of adult continuing education."

Prior to July 1, 1968, community colleges were operated as parts of local school districts, with sizeable amounts of local funds being combined with state monies to maintain their operations. In July, 1968, the Florida legislature established independent community college districts with boards of trustees appointed by the governor. These boards vary in size from five to nine members, depending on the number of counties in each district. Community college boards are frequently politically strong bodies which serve as local thermometers for politicians on the state level.

Florida's public community colleges had their beginning in 1933 at which time Palm Beach Junior College in West Palm Beach was established as a public two year college. From that date until 1947, when St. Petersburg Junior College changed from private to public, Palm Beach remained the only public community college in Florida. State officials stated that the enactment of the 1947 minimum Foundation Program by the legislature stimulated additional interest among localities in junior colleges. Two were established in 1948: Chipola Junior College and Pensacola Junior College. In 1949, Washington Junior College, the first public junior college for Blacks, was opened in Escombria County. By 1950 there were five state-controlled junior colleges in Florida, four of which were for whites only, and the other for Blacks only.

Concerted efforts to develop community colleges were launched in the mid-fifties. In 1955, the Council for the Study of Higher Education issued its first report. The document called for the development of a comprehensive system of lower level academic institutions designed to meet a "broader" range of educational needs than can be met in a university program.

As a result of this report, the Florida legislature established the Community College Council of Florida as an advisory body to the State Board of Education. The Council was charged with making long range plans for the expansion of junior colleges in Florida.

In 1957, the Council issued its report, entitled **The Community Junior College in Florida's Future**. This report was adopted by the Florida legislature and became the state plan for public community college education. Ignoring the implications of the 1954 **Brown vs. Board of Education** federal court ruling, the legislature did nothing to eliminate racially separate schools.

In 1957, the legislature authorized the establishment of the Division of Community Colleges within the State Department of Education and appropriated funds to begin implementation of the master plan for community colleges.

Since that time the following has occurred:

- The 12 predominantly Black junior colleges were phased out by 1966.

- In 1968 the state legislature removed junior colleges from jurisdiction of local school boards and established independent community college districts with boards of trustees appointed by the Governor.

- By 1973, the state community college system had 28 public community colleges in operation. State officials say they intend to open no more community colleges in the new future.

The Universities

Florida's nine-institution State University System traces its origin to pre-statehood years when, in 1827, the United States Congress reserved townships of land, called seminary lands, for two higher education institutions. Despite this early birth, the university system saw no real growth until 1960.

Today, the system includes two land grant colleges (institutions with special programs related to the agricultural sciences), two medical schools—one in Gainesville and one in Tampa—primarily engaged in the training of physicians, and the

nation's first upper level (junior, senior and graduate) universities. There are also 10 off-campus centers.

First of the state's universities was The University of Florida at Gainesville established in 1853 for whites as a coeducational institution. The School was later designated the state's land grant college under the Morrill Act of 1862. The University of Florida at Gainesville remains the state's largest university.

Florida State University at Tallahassee, the state's capital city, was established in 1857 (as a school for women) and in 1887 the State Normal College for Colored Students was established, also in Tallahassee, a few blocks away from Florida State University. This latter institution is now recognized as Florida A. & M. University, and was also designated a land grant college, for Blacks only. Unfortunately, funds to fulfill its land grant role were never provided Florida A. & M. in the same measure as the University of Florida.

The governance structure of higher education in Florida adapted to a few changes during the next decades, but there was no significant activity on the university level until 1957. At that time, as mentioned earlier, the state maintained three segregated universities with a combined enrollment of 7,224 students.

A study made by the Council for the Study of Higher education in Florida, a body created by the state legislature, resulted in adoption of a plan by the Board of Control, predecessor of the Board of Regents, to construct new universities throughout the state. Of more importance, however, was the recommendation to limit freshman admissions to the universities "So that the majority of students would be channelled into junior colleges for their first two years." "The purpose of the state policy in taking these actions was to provide a system of higher education with the highest quality programs for the greatest number of students at the lowest possible cost," the report said.

Since 1960 five additional universities have been established, four of which were opened as upper level institutions only.

The University of South Florida, opened in 1960, is located in Tampa, a city which comprises nearly 25 per cent of the state's population. Florida Atlantic University at Boca Raton was opened in 1962 as the nation's first upper level university. In 1963

the University of West Florida was established at Pensacola and became the second upper level institution. Florida Technological University opened in 1968 at Orlando, and Florida International University, another upper level institution, began classes in 1972 in Miami. The last of the state's universities, The University of North Florida, opened in Jacksonville in 1972.

The Land Grant Colleges

State governments have no monopoly on racial discrimination in the financing of public higher education. In fact, the federal contribution to the "land grant" colleges magnifies the reality of disparities in funding.

The first Morrill Act of 1862 was adopted to ensure the availability of a college education to the working classes, disadvantaged and low income American. The legislation did not require equal treatment for Blacks, and as a result, they were not permitted to attend colleges provided for by the first Morrill Act. In Florida this meant Blacks were excluded from the state institution which is presently the University of Florida.

A second Morrill Act was passed in 1890. It specifically provided for the education of Black Americans at public expense, but made no provisions for federal grants of land to support the new institutions as the first Act did. Florida A. & M. University was designated the Black land grant college.

Prior to 1967 the traditionally Black land grant colleges received only a few thousand dollars annually under the Morrill Act, although other measures had been passed by Congress and became major sources of monies for the traditionally white land grant colleges. These acts include the Hatch Act, Smith-Lever Act, McIntire-Stennis Act and Bankhead-Jones Act.

Florida A. & M. University receives no Hatch Act or McIntire-Stennis Funds. On the other hand, the University of Florida has been the beneficiary of these funds for years which, combined with state and local monies, have sustained funding disparities and, in turn, service disparities.

State officials in Florida keep inaccurate records of federal contributions for the land grant colleges. In cases where figures were provided they were incomplete. However, the partial contributions give insight to the funding disparity patterns. One Florida official likened the situation to "comparing a Volkswagen with a battleship."

During fiscal 1967-68 the University of Florida received in excess of \$2.5 million in federal funds specifically for its land grant functions. That same year Florida A. & M. University received \$15,000.

For fiscal 1972-73 the University of Florida received more than \$3-million in federal funds for land grant activities, while Florida A. & M. received only \$600,000.

While the amounts for the University of Florida continue to increase annually, Florida A. & M. has been ordered to phase out its School of Agriculture, the main vehicle for land grant functions.

Higher Education In The Courts

Despite the 1954 **Brown vs. Topeka Board of Education** school desegregation ruling by the U.S. Supreme Court and passage of other civil rights acts by the United States Congress, Florida higher education officials continue to maintain vestiges of inequality in the functions and operation of the state's public higher education system.

During the sixties State officials chose to close traditionally Black higher education institutions and to displace Black teachers and administrators as the primary instrument for achieving what they termed "desegregation." These steps have in part resulted in desegregation by elimination. In view of these and other equally disturbing inequities in Florida and other states, litigation was filed to force compliance with federal civil rights laws. As a result of one such lawsuit, State officials are presently under federal mandate to prepare and submit to the U.S. Department of Health, Education and Welfare a comprehensive higher education desegregation plan, or face the loss of millions of federal dollars. Two such plans have been submitted to HEW. One was rejected and the other, submitted in February, 1974, is being reviewed.

The current HEW mandate is the result of litigation filed in 1971 in the U.S. District Court in Washington, D.C. Elliot C. Lichtman, a Legal Defense Fund cooperating attorney, filed suit in June, 1971, on behalf of 31 students and two taxpayer clients against the U.S. Department of Health, Education and Welfare. The suit — **Kenneth Adams vs. Richardson** (then HEW Secretary Elloit Richardson) — charged that HEW and its civil rights division had failed to enforce Title VI of the Civil Rights Act of 1964 with respect to state systems of higher education. The suit claimed that HEW was providing funds to school systems and colleges that continued to practice segregation and to discriminate on the basis of race. The Civil Rights Act expressly prohibits such practices.

In November 1972, U.S. District Judge John Pratt sustained the position of the plaintiffs and ordered HEW to begin compliance proceedings immediately against the school districts and higher education systems named in the suit. The

state-controlled higher education system in Florida was one of the parties deemed in non-compliance with the law.

On May 19, 1973, Peter Holmes of the HEW Office of Civil Rights wrote the Florida Board of Regents requesting a "plan of compliance" in keeping with certain criteria set out by HEW.

Meanwhile, HEW had appealed Judge Pratt's ruling to the Court of Appeals. Also, the National Association for Equal Opportunity in Higher Education (NAFEOHE), an organization of Black college presidents, entered the case on the Appeals Court level through an *amicus curia* brief, which raised pertinent questions about the impact of the **Pratt** decision on Black public colleges. The eight sitting judges of the Appeals Court sustained Judge Pratt's ruling, but in view of some points presented by NAFEOHE, the judges modified, by a few months, the HEW enforcement timetable.

Florida is one of 10 states affected by the **Adams vs. Richardson** decision and the subsequent HEW orders. The other nine states are Mississippi, Louisiana, Virginia, Arkansas, Oklahoma, North Carolina, Maryland, Pennsylvania and Georgia.

Florida filed its initial desegregation plan with HEW in June, 1973. This plan focused on Florida A. & M. University as the primary obstacle to desegregation and proposed ways by which it could expand its offerings and, therefore, possibly attract more white students to its campus.

The plan did not make substantive proposals for attracting more Black students to the traditionally white campuses, nor was much attention directed to affirmative action in employment of Blacks on these campuses.

Much of the initial plan dealt in generalities, except in instances where Florida A. & M. University was discussed. Emphasis was placed on making substantial changes in the FAMU program and philosophy so that whites would be attracted to the institution. Meanwhile, the traditionally white institutions were characterized as almost helpless in executing desegregation plans. The following excerpts adequately present the tone of the June, 1973 plan as written by Florida higher education officials:

"Since, as noted earlier, four of the nine state universities are upper level institutions offering programs only at the junior and senior and graduate levels, their potential for recruiting large numbers of Black students is restricted. The

upper level institutions are Florida Atlantic University, University of West Florida, University of North Florida and Florida International University.

"The Board of Regents has assigned a special role to Florida A. & M. University to provide compensatory training for students of all races who are from families which have long suffered social and economic deprivation. The Regents are financing this program at a rate higher than that of other universities. In addition, student financial aid fees available to the Regents are allocated to the universities on the basis of need as measured by parental income.

"Each of the eight other predominantly white state universities are carrying out a variety of experimental programs which have as their objectives: (1) obtaining information concerning procedures and techniques whereby poorly prepared students and students from highly divergent cultural backgrounds can be brought into the mainstream of campus academic programs at a level of performance acceptable at those universities, and (2) obtaining information concerning the validity of admissions criteria as they apply to various minority groups — with the hope of improving the validity of these criteria.

"These experimental programs are serving to increase steadily the percentage of Black students enrolled as well as to expand the percentage of Black faculty.

"The Board of Regents has taken steps to alter the mission of Florida A. & M. University so that its programs are broadened, enhanced in quality, and differentiated from those of other institutions so that the University will become more attractive to white students.

"The predominantly white universities have developed goals and programs designed to increase the ratio of Black students and Black faculty over a period of five years so that the state's commitment to equalize educational opportunities in all respects will be accomplished."

The November Notice

On November 10, 1973, Florida's initial plan was rejected by HEW. Peter Holmes, director of HEW-OCR wrote:

"Your submission states projected goals for students and faculty desegregation. However, it lacks sufficient specificity as to the processes which will be used to effect this de-

segregation, and it does not provide detailed information concerning the basis for the projections. Your submission also indicates that resources will be provided to Florida Agricultural and Mechanical University (FAMU), but there is no mention of when these resources will be provided or in what quantity. Nor is there any indication as to what resource allocations are planned for other institutions in the State. Finally, the steps which you have formulated in your submission do not promise to achieve the timely conversion of the Florida system of higher education from a dual to a unitary system."

Holmes then set forth certain guidelines for the state to use in drawing a new plan. Regarding the tendency of state officials to assume that closing Black schools solves all problems, Holmes wrote:

"In order to provide an adequate basis for our evaluating its effectiveness, your plan must be specific both as to objectives and processes, and each action in the plan must be set forth in detail. The plan and its implementation may not place a greater burden on Black as compared to white students, faculty and staff in any aspect of the educational process. Such burdens include the denial to students of course offerings, access to facilities, financial aid or other benefits and seniority rights. The closing or downgrading of FAMU in connection with desegregation, for example, would create a presumption that a greater burden is being placed upon the Black students and faculty in the State. In addition, the Florida plan must include all State institutions of higher education (lower/upper division, upper/graduate divisions and community colleges), both those which were in existence during the period of State enforced segregation and those which, while opened or established after 1954, have, or may have perpetuated that segregation, or impacted upon the desegregation of the system."

Holmes addressed his letter to State University System Chancellor Robert Mautz. He (Holmes) still had not notified the heads of agencies handling other responsibilities in the state higher education system of the need for their involvement.

Holmes complained that the state had submitted insufficient data on governance and employment, and had, in general, failed to come up with a plan. He suggested that Florida create a special "Biracial Committee" to draw up, approve and help

implement a new plan and that the new plan be submitted by February 10, 1974.

"Your submission describes the State University System Equal Educational Advisory Council, which appears to have, as a part of its duties, the responsibility for assisting in the developing and updating of a desegregation plan for Florida's System of Higher Education. However, your description of this Council (pp. 13-14) also indicates that its primary function is more that of an advisory committee to the Board of Regents on broad policy issues, rather than a committee specifically charged with developing and implementing the desegregation plan. Therefore, in order to insure meaningful participation in the development of the plan and support for its implementation by both academic and the community at large, we recommend that the State establish a special biracial committee, including persons of each race not employed by the State as well as one or more representatives of FAMU, and having a proportion of Black members at least equal to the current proportion of Black twelfth grade students in the State of Florida. This special committee should be charged with the specific responsibility of developing a desegregation plan, either alone or in conjunction with the SUS Advisory Council. We would also suggest that this special committee approve the plan and participate in its implementation. If you decide to follow this suggestion, we would appreciate receiving with your response a description of the composition and the mode of selection of the members of this special committee."

Florida's New Plan

In mid-February, 1974, state education officials, under the auspices of former Education Commissioner Floyd Christian, submitted a new proposal to HEW for consideration as a compliance plan. **Plan For Equalizing Educational Opportunity in Public Higher Education in Florida** was submitted in two volumes. Volume 1 dealt with the state universities and Volume 2 addressed itself to the community colleges.

The plan for community colleges rejects quotas on student enrollment, although community college officials suggested that ideally Black enrollment should be proportionate to that of the percentage of Blacks of college age in a given community college district. Also, community college officials said they expected no significant changes in Black employment ratios, citing a leveling

off of student enrollment, completion of the state's master plan for community colleges and the inability of community colleges to compete for "qualified" Black candidates.

The biracial committee Mr. Holmes suggested be formed to help develop a desegregation plan for Florida's institutions of higher learning was never established. Although more than 80 per cent of the university system compliance plan focuses on A. & M. University, few Blacks were involved in the final stages of deciding exactly what the new compliance plan should contain or exactly what should be proposed concerning Florida A. & M. University's role in a desegregated system.

In one of the working papers of the State University System dated January 25, 1974, the role of FAMU in the system was explored by the Office of Academic Affairs of the State University System. The working paper noted, in responding to FAMU's revised role and scope statement, that the University had devoted itself to making certain modifications in programs designed to attract or at least appeal to a broader range of constituents (whites). In making its comments, the Office of Academic Affairs also noted:

"One of the foremost criteria for the development of new programs or continuance of existing ones is quality (underlined in original document). It will take time and great effort on the part of appropriate personnel at FAMU to develop a University attitude which recognizes that in program development, quality (underlined in original document) should take precedence over the special needs of Black students."

It is this kind of attitude which permeates many policies of the State University System, resulting in gross under-representation of Blacks in degree granting programs, lucrative job opportunities and greater access to the decision-making process.

In its new plan, the state proposed that FAMU's "distinctive thrust" be that of serving students seeking career service and professional occupations.

The new plan avoided numerical goals for students, made no employment commitments of any significance and did not touch upon the subject of administrative desegregation. With regard to a biracial committee, the State University System identified a committee in its plan which it said would be asked to review the plan and help monitor its implementation; development of the plan by a biracial committee was clearly ruled out.

As of April 15, 1974 state officials were revising their new desegregation plan.

Some Facts About State-Controlled Higher Education

Based on the 1970 census, Black citizens represented 15.5 per cent of Florida's population. Their representation in the state's higher education system is substantially smaller.

As of January 1, 1974 Black citizens held only 21 of 211 positions on the principal policy and decision making higher education boards. Of these 21, 20 were on community college boards. Only 6.1 per cent of the full-time faculty at state-controlled senior colleges and universities were Black, and the number and percentage were even smaller for the community colleges.

Blacks comprised roughly 9.3 per cent of the community college enrollees in the fall of 1973, and more than half of these students were enrolled in non-degree programs. Only 8.5 per cent of the students in the state-controlled universities were Black in the fall of 1973.

These facts become much more revealing when one examines Black presence on a systemwide basis in specific areas such as top level decision making bodies, employment opportunities and educational opportunities.

Black Decision Making Opportunities Are Limited

Florida's state-controlled system of higher education is influenced and controlled by individuals involved in various decision-making roles.

In addition to the state legislature, educational policy is determined by boards and commissions created by state statute and individuals appointed to these bodies to execute policy. Black presence throughout the decision making system in Florida ranges from small to nonexistent. Yet, it is these nearly all white bodies, exercising almost total control over public higher education, which have direct influence on the destinies of Black Floridians seeking a place in higher education.

Numerical Summary of Decision Makers by Body and Race*

Body	Total	White	Black
Florida State Senate	40	40	0
Florida House of Representatives	120	117	3
State Board of Education	7	7	0
Commissioner of Education	1	1	0
Local Boards for Junior Colleges	194	174	20
State Board of Regents	9	8	1

*Figures are based on official state documents as of January, 1974.

Black Employment Opportunities Are Limited

An examination of key employment areas provides examples of employment inequities on all levels of state-controlled higher education.

A. Of the 28 junior colleges operated with public tax dollars in Florida in 1974, none are headed by Blacks. Ten years ago, there were 12 junior colleges headed by Blacks. These were the twelve Black junior colleges.

B. Of the nine public universities in Florida, only one is headed by a Black, and that institution—Florida A. & M. University—is the traditionally Black institution.

C. In the fall of 1973 the state's nine universities employed 6,787 faculty members. Only 414 of those individuals, 6.1 per cent were Blacks. Furthermore, more than half of the Black faculty employed by the nine schools were employed at Florida A. & M. University, the traditionally Black school. Despite this, however, Florida A. & M. had maintained the highest rate of faculty desegregation of the nine schools.

D. Estimates of Black employment, provided by the Department of Community Colleges for the 1972-73 academic year, showed that Blacks were absent from or grossly underrepresented in nearly every category of employment. The department has not kept accurate records regarding Black employment, but the employment picture for Community Colleges was said to be worse than that of the University system.

Black Educational Opportunities Are Limited

State officials maintain that every student in the state has an opportunity to pursue undergraduate and graduate-level work in one of the schools of the public higher education system. That assertion is true in principle, but is never realized by many Black college aspirants in Florida.

A. Of the 99,824 students enrolled in the state's nine universities in the fall of 1973, only 9,285, 9.2%, were Black. Nearly half of these students were enrolled at Florida A. & M. University.

B. Of the 123,920 students enrolled in the state's community colleges in the fall of 1972, only 9.3 per cent, 11,503, were Black. Most were enrolled in two-year degree programs for vocational occupations.

C. Between the spring of 1963 and 1973 the University of Florida College of Medicine graduated 598 students with M.D. degrees. Only 7 of these graduates were Black.

D. In their June, 1973 compliance plan filed with the U.S. Department of Health, Education and Welfare, Florida education officials projected that only 16 per cent of students enrolled in community colleges in 1972-73 would graduate with an Associate Arts (college parallel) degree, and that less than one in 10 of these students would be Black. Numerically, fewer than 250 Blacks were awarded A.A. degrees in the spring of 1973.

MEMBERS OF THE BOARD OF REGENTS OF THE STATE UNIVERSITY SYSTEM

	Term Expires
J. J. Daniel, Chairman Jacksonville	January, 1980
Marshall M. Criser, Vice Chairman Palm Beach	January, 1979
Chester H. Ferguson Tampa	January, 1979
James J. Gardener Fort Lauderdale	January, 1981
E. W. Hopkins, Jr. Pensacola	January, 1978
D. Burke Kibler, III. Lakeland	January, 1976
Jack McGriff Gainesville	January, 1982
Julius F. Parker, Jr. Tallahassee	January, 1977
Mrs. E. D. Pearce Miami	January, 1975

COMMUNITY COLLEGE DISTRICTS

BY COUNTY GROUPINGS

Brevard Community College

County Comprising District: Brevard:

Membership: 4 Whites 1 Black

Broward Community College

County Comprising District: Broward

Membership: 5 Whites 0 Blacks

Central Florida Community College

Counties Comprising District: Marion, Citrus, Levy

Membership: 6 Whites 1 Black

Chipola Community College

Counties Comprising District: Jackson, Calhoun, Holmes, Washington

Membership: 9 Whites 0 Blacks

Daytona Beach Community College

Counties Comprising District: Volusia, Flagler

Membership: 7 Whites 1 Black

Edison Community College

Counties Comprising District: Lee, Charlotte, Collier

Membership: 6 Whites 1 Black

Florida Junior College at Jacksonville

Counties Comprising District: Duval, Nassau

Membership: 7 Whites 1 Black

Florida Keys Community College

Counties Comprising District:

Membership: 4 Whites 1 Black

Gulf Coast Community College

Counties Comprising District: Gay, Gulf

Membership: 7 Whites 1 Black

Hillsborough Community College

County Comprising District:

Membership: 4 Whites 1 Black

Indian River Community College

Counties Comprising District: St. Lucie, Indian River, Martin, Okeechobee

Membership: 8 Whites 1 Black

Lake City Community College

Counties Comprising District: Columbia, Baker, Dixie, Gilchrist, Union.

Membership: 9 Whites 0 Blacks

Lake-Sumter Community College
 Counties Comprising District: Lake, Sumter
 Membership: 8 Whites 1 Black

Manatee Community College
 County Comprising District: Manatee
 Membership: 4 Whites 1 Black

Miami-Dade Community College
 County Comprising District: Dade
 Membership: 4 Whites 1 Black

North Florida Community College
 Counties Comprising District: Madison, Taylor, Hamilton,
 Jefferson, Lafayette
 Membership: 9 Whites 0 Blacks

Okaloosa-Walton Community College
 County Comprising District: Okaloosa-Walton
 Membership: 8 Whites 0 Blacks

Palm Beach Community College
 County Comprising District: Palm Beach
 Membership: 4 Whites 1 Black

Pasco-Hernando Community College
 County Comprising District: Pasco-Hernando
 Membership: 8 Whites 1 Black

Pensacola Community College
 Counties Comprising District: Escombria, Santa Rosa
 Membership: 7 Whites 1 Black

Polk Community College
 County Comprising District: Polk
 Membership: 4 Whites 1 Black

St. John's River Community College
 Counties Comprising District: Putnam, Clay, St. John's
 Membership: 6 Whites 1 Black

St. Petersburg Community College
 Counties Comprising District:
 Membership: 5 Whites 0 Blacks

Santa Fe Community College
 Counties Comprising District: Alachua, Bradford
 Membership: 7 Whites 1 Black

Seminole Community College
 County Comprising District: Seminole
 Membership: 4 Whites 1 Blacks

South Florida Junior College

Counties Comprising District: Highlands, Hardee

Membership: 9 Whites 0 Blacks

Tallahassee Community College

Counties Comprising District: Leon, Gadsden, Wakulla

Membership: 7 Whites 0 Blacks

Valencia Community College

County Comprising District: Orange

Membership: 4 Whites 1 Black

PUBLIC BLACK COLLEGES IN PERSPECTIVE

John Egerton, author of the Public Negro Colleges: Integration and Disintegration, published by the Race Relations Information Center, found in 1971 the general security of most traditionally Black colleges to be in jeopardy. Based on Egerton's study the following situations have been identified:

Three public Negro colleges have been annexed by larger and older public universities that are predominantly white:

Maryland State College at Princess Anne is now the University of Maryland-Eastern Shore

Prairie View A&M College is now part of the Texas A&M University administrative structure

Arkansas AM&N College is now the University of Arkansas at Pine Bluff

Three others now have a majority of white students:

Bluefield State College in Bluefield, West Virginia

West Virginia State College in Institute, West Virginia

Lincoln University in Jefferson City, Mo.

Three others have white enrollments of 30 to 40 percent and appear likely to become majority-white within a few years:

Delaware State College in Dover, Del.

Bowie State College in Bowie, Md.

Kentucky State College in Frankfort, Ky.

Fourteen others have direct competition from predominantly white state institutions located in the same communities:

Florida A&M University at Tallahassee

Alabama A&M University at Huntsville

Alabama State University at Montgomery

Albany (Ga.) State College

Savannah (Ga.) State College

Grambling (La.) State College

Southern University in Baton Rouge, New Orleans and Shreveport, La.

Morgan State College in Baltimore, Md.

Coppin State College in Baltimore, Md.

Tennessee State University in Nashville

Texas Southern University in Houston

Norfolk (Va.) State College
Virginia State College at Petersburg

Four others are within easy commuting distance of a predominantly white state institution:

North Carolina Central University in Durham
Central State University in Wilberforce, Ohio
Cheyney State College in Cheyney, Pa.
Mississippi Valley State College at Itta Bena

The remaining eight institutions are:

Fort Valley (Ga.) State College
Alcorn A&M College in Lorman, Miss.
Jackson (Miss.) State College
Elizabeth City (N.C.) State University
Fayetteville (N.C.) State University
Winston-Salem (N.C.) State University
Langston (Okla.) University
South Carolina State College at Orangeburg

Data for this document were based on personal interviews with private citizens and public officials in the State of Florida, official state and federal documents dealing with higher education in Florida, and information from the race Relations Information Center, the NAACP Legal Defense and Educational Fund and the John Hay Whitney Foundation. Contents of this document do not necessarily reflect the views of these organizations or individuals.